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ABSTRACT

Content summaries are presented for two national conferences (one in Washington, D.C., the other in San Francisco) designed to bring together prime sponsors, vocational educators, and representatives from industry to take a reading of how CETA (Comprehensive Employment and Training Act) programs were progressing and to explore ways of utilizing the resources of vocational education and industry more effectively for manpower development. Contents include a description of the background and setting of the conferences, description of the format and limitations, a list of points of concensus, a combined listing of concerns and suggestions of the two conferences, and a summary of conclusions. Appendixes include a paper summarizing a 1974 study of the impact of CETA on institutional vocational education, and lists of conference participants, chairpersons, and recorders. (WL)

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CONDITIONS AND POSSIBILITIES

CONFERENCE ON CETA
WASHINGTON, D. C.
January 30 - 31, 1975
SAN FRANCISCO, CALIFORNIA
February 20 - 21, 1975

Proceedings of Conferences on the

COMPREHENSIVE EMPLOYMENT TRAINING ACT

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IMPLICATIONS

You see things as they are:
and you ask "why?"
But I dream of things that never were:
and I ask "why not?"

-George Bernard Shaw

The future cannot be predicted, but it can be invented.

-Dennis Gabor
Inventing the Future

Implications for the Future of Manpower Programs

From an investment of hundreds of manhours, and out of thousands of human interactions, the two conferences on CETA yielded some clear implications for the future of manpower development in this country, and the prospect for a comprehensive, intelligible public policy on manpower training and development.

Basically, the most important implications are drawn for a number of noted deficiencies in the manner in which manpower programs are operating. Thus, manpower programs across the country may be said to suffer from a serious --though remedial -- deficiency disease. There are serious deficiencies in the amount and application of resources; in planning; in communications; in technical assistance; and in program evaluation.

Stated succinctly, the overarching implications of the conferences testify most persuasively for the necessity to remove roadblocks to program effectiveness.

In the area of communications, it is noteworthy that all parties express an ardent desire to seek ways for continuing productive exchanges between manpower and vocational education. This desire for increased communications constitutes the very centerpiece for building a workable, collaborative alliance between manpower developers and vocational educators. It was the most optimistic note of both conferences.

The alternative to continued dialogue between parties, in an atmosphere of good will, is the development of self-centered empires devoted to the perpetuation of special interests. While it is clear that manpower and vocational education must reach out to each other, there are roles the Department of Labor, the Department of Health, Education and Welfare, mayors, and governors can play in facilitating improved communications.

Moreover, if there is to be a compatible fit between manpower training and the requirements for employment, communications and interchange between manpower developers and industry must be improved. This clearly implies that industry must become an active partner in the planning process.

In another vein, there was a persistent call for some form of national or regional clearinghouse on manpower programs to assist program developers in making more informed decisions. There were also repeated calls for efficient, universal manpower information systems. This clearly implies support and leadership from the federal government.

A recurring theme on the part of prime sponsors, particularly, is the need for more technical assistance in establishing effective manpower training delivery systems, based on sound management practices and principles. Assistance in system planning was also a fervent request. It is clear the requests for technical assistance grow out of a desire on the part of prime sponsors to carry out more effectively the demands of local responsibility; such requests cannot be interpreted as a desire for increased dependence on the federal government. Prime sponsors want help in becoming more autonomous and independent.

It is clear that a continuing task of manpower and vocational education will be to seek creative ways for more effectively utilizing available resources. Continued duplication of energy and facilities can only mean deprivation for manpower training clients. Here it was seen, governors and mayors can play a pivotal role in building bridges of cooperation between agencies.

And finally, there was deep concern that both formative (quality control) and summative (quality assurance) evaluation processes must be improved. The first suggests system evaluation; the latter, some form of independent accomplishment auditing procedures for manpower programs.

When the various deficiencies are examined, three essential points emerge: one, the concerns are all closely interrelated; two, it is clearly possible to do something about them, but on the whole local jurisdictions cannot overcome the deficiences alone. There must be intervention or leadership displayed by federal agencies, and by policy-makers at the State and local levels. And three, there will continue to be dysfunctionality until these critical concerns are resolved.

One could sense as a strong undercurrent of both conferences belief in the possible -- that rational people can invent the future of manpower instead of waiting for the future to come to them.

INTRODUCTION

> Out of the little circles of people talking with one another, the larger forces of social movements ... develop. The discussion of opinion is the most important phase in a total act by which social affairs are conducted.
>
> -C. Wright Mills
> The Power Elite

Background

Because of its legislative mandate to review duplication of vocational-occupational education and training at the post-secondary level, the National Advisory Council on Vocational Education, in the summer of 1974, explored the possibility of conducting two national conferences on CETA during the coming fall. The purpose was to bring together prime sponsors, vocational educators, and representatives from industry to take a reading of how CETA programs were progressing, and to explore ways of utilizing the resources of vocational education and industry more effectively in CETA programs. The National Association for Industry-Education Cooperation was contracted to conduct the two conferences -- one on the east coast and one on the west coast.

It was anticipated that since the National League of Cities -- U. S. Conference of Mayors' study on the impact of CETA on vocational education would have been completed prior to the conferences, the findings of the study would constitute some useful raw material for the conferences.

The Setting

The two national conferences were convened -- one in Washington, D. C., the other in San Francisco -- to explore ways to best implement and improve Comprehensive Employment Training Act (CETA) programs. A total of over 350 persons participated in both conferences. They came from 49 States, Puerto Rico, and the Virgin Islands and represented CETA prime sponsors, manpower planners and administrators, local and State directors of vocational education, the U. S. Department of Labor, the U. S. Office of Education, the U. S. Department of Health, Education, and Welfare, Women's Bureau of the Department of Labor, State Commissions on the Status of Women, industry and labor, trade and professional associations, colleges and universities, and U. S. House and Senate committee staffs.

It is noteworthy that these two conferences on CETA are pioneering efforts -- pioneering in that they are the first attempt to bring together, on a national scale, various stakeholders and actors engaged in the process of manpower development. For many, it was the first time prime sponsors and vocational educators exchanged ideas, concerns, and aspirations. Naturally, the results were not always positive nor even. Some are contradictory and even ambiguous. But the crowning achievement of the two conferences was the expressed desire to seek ways to continue dialogue between prime sponsors and vocational educators for the purpose of improving the delivery of services to CETA and vocational education clients.

Indeed, diversity was combined with common concerns to create the yeast out of which approximately 90 concerns or suggestion arose. Understandably, few issues were resolved in the day-and-a-half's time devoted to each conference. But the objective of the conferences was not to resolve issues but to identify them. When the conferences began, there were two dominant coalitions of interests; when the conferences adjourned, the interest coalitions remained. It is clear that some of the differences between prime sponsors and vocational educators run deep and will not be obviated by quick-cure interventions. Some of the differences manifested in the conferences were over power and territoriality; others related to basic ideological or philosophical orientations. Nonetheless, there were significant intersections of interests, resulting in some clear statements of consensus. Hopefully, these zones of agreement will form the basis for developing, in the future, a new coalition of mutual interests.

But in the matter of the differences that exist between prime sponsors and vocational educators, the differences are palpable; Vocational educators feel they have valuable expertise in skill development and training that can be of considerable assistance to an incipient program; prime sponsors state that vocational educators have failed to meet the needs of CETA's client population -- that indeed, CETA clients are the victims of institutionalized vocational education, so new and more effective delivery systems must be devised. Some vocational educators say they should have full control of the five-percent vocational education allocation; manpower developers say the five-percent allocation is a powerful lever to gain greater responsiveness from vocational educators. Vocational educators express concern that many CETA programs are "quick sketches," based on political expediency, and often leading to dead-end training for dead-end jobs; manpower developers counter that vocational educators are unresponsive to the job market.

But in spite of these and other differences, there was high hope among many participants that a sound basis existed for productive dialogue between prime sponsors and vocational educators.

As previously noted, many of the conflicts manifested in the conferences evolved around concerns related to "turf" and differences in philosophy and background. Thus, gaps in understanding between prime sponsors and vocational education cannot be apprehended solely in substantive terms; conflicts arise out of a juxtaposition of very different Weltanschauungs. Stated in another way, manpower and vocational education constitute two significantly different operating systems for human resources development, each rooted in different political antecedents, different conceptions of time constraints, different philosophies of training and education, and widely different bureaucratic structures and procedures. Out of these conditions emerges an engaging implication: If CETA clients are to be served effectively, with a minimum of duplication and waste, direct initiatives must be undertaken to foster continuing dialogue between manpower and vocational education which, in the words of one large city manpower administrator, "is a two-way device, participated in by equals".

If it were possible to sum up the conferences in one sentence -- which of course it is not -- the words of Charles B. Seib might come closest to doing it: "Both sides survived with convictions and prejudices intact for the most part, but with sensitivities raised."

FORMAT AND LIMITATIONS OF THE CONFERENCES

Format of the Conferences

From their inception, the Conferences on CETA were viewed as instrumentalities for securing maximum participant inputs, rather than "telling" sessions. For this reason, maximum use was made of small-group breakouts, necessitating the use of group leaders and recorders to capture the results of each group's deliberations for inclusion in a final report. Group chairmen were chosen from among conference registrants, each chairman receiving orientation prior to the convening of the conferences. Recorders, on the other hand, were secured almost entirely through graduate intern programs in each of the host cities: in Washington, able assistance was provided by students from Federal City College; in San Francisco, by students from San Francisco State University. Training sessions were also provided the recorders prior to the conferences.

To assure maximum focusing, all groups used a recording form (Exhibit A), listing the following seven major findings of the National League of Cities -- Conference of Mayors' study.* (Exhibit B provides a condensed version of the study.)

- CETA is not significantly impacting on instituional vocational education; at best the system is merely being maintained as it existed under MDTA and EOA.

- There exists a great deal of confusion and lack of understanding among local prime sponsors about the system of institutional vocational education due to the lack of direct involvement prior to CETA.

- The communication between States and local prime sponsors needed for CETA to positively impact on the provisions of institutional vocational education is inadequate.

- CETA Title I money is not being used to any large extent to increase the training being provided at existing vocational education institutions.

- The system of negotiating non-financial agreements with the State for the provision of vocational education training and services through the use of the five-percent supplemental vocational education funds often does not afford local prime sponsors adequate flexibility.

* THE IMPACT OF CETA ON INSTITUTIONAL VOCATIONAL EDUCATION. National League of Cities -- U. S. Conference of Mayors, 1620 Eye St., N. W. Washington, D. C. 20006. Single copy $3.00.

- The CETA rules and regulations are vague regarding allocation of the five-percent supplemental education funds within the States.

- The confusion, complexity, and restriction of local prime sponsor flexibility has resulted in frustration among many local prime sponsors and has made it difficult for the five-percent vocational education funds to impact in local jurisdictions.

Groups were charged to determine the gaps between "what is" (current condition) and "what should be" (desired condition), and to make specific suggestions or recommendations as to how noted gaps might be closed. All suggestions were to be accepted, recorded, and reported. Group chairmen were directed to determine areas of consensus.

Conference Limitations

In spite of vigorous attempts to limit the number of participants at each conference to approximately 100, demands to attend were so great that the final number of registrants far exceeded our standard -- 211 in Washington and 150 in San Francisco. Our "over-subscription" meant that workshop groups were larger than planned.

Time was another serious constraint. Participants were frustrated in their desire to explore some of the areas more fully. This meant that the conferences were restricted to uncovering concerns more so than suggesting detailed resolution.

An original objective of the conference planners was to limit the recommendations of the conferences to those arrived at by consensus. Therefore, the number of recommendations growing out of the conferences would be limited, and could constitute the basis for action. It was subsequently decided -- if the conferences were to represent fairly the views of all conferees -- all views, to the extent possible, should be included in the final report. This has led to the view that the conference proceedings, in addition to providing useful material to policy-makers, will constitute the raw material for further deliberations.

Finally, discussions often had a tendency to go off on tangents, making closure and recording difficult. This is not to suggest these were irrelevant excursions; quite the opposite is true. These probes constitute some of the richest material to come out of the conferences, but limitations on resources rendered it impossible to capture this material for inclusion in this report.

POINTS OF CONSENSUS

There is a tide in the affairs of men,
Which taken at the flood leads on to
fortune;
Omitted, all the voyage of their life
Is bound in shallows and miseries.

-William Shakespeare
Julius Caesar

POINTS OF CONCENSUS

... Expanded dialogue between manpower and education is highly necessary.

... Conferences at the State level*, involving all partners in manpower development, should be organized.

... CETA is progressing well, considering some of the startup problems prime sponsors have confronted.

... More technical assistance should be provided prime sponsors during the period of transition from categorical programs to revenue sharing.

... National and regional CETA clearinghouses should be created to provide essential information on CETA programs around the country.

... There is a need to create reliable and adequate information systems, which would assure data accuracy and standardization.

... Employment and training must be more effectively linked.

... There should be greater involvement of industry in CETA program planning.

... Adequate funds must be provided for the collection and dissemination of information to local citizens about the purposes, goals, and accomplishments of CETA.

... Training in occupational counseling -- related to the "real world" of employment -- must be provided. This implies a better interface with industry.

... The governors' role in the five-percent vocational education allocation needs clarification.

... Governors should take a stronger leadership role in bringing vocational education and manpower together.

... Prime sponsors and vocational educators should be eligible for excess and surplus property.

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*While there were recommendations for regional conferences, it was widely felt the problems and conditions vary too much from State to State for regional conferences to be beneficial.

COMBINED LISTING OF CONCERNS AND SUGGESTIONS OF TWO CONFERENCES

A problem is an opportunity in disguise.

-Anon

INDEX OF CONCERNS AND SUGGESTIONS CATEGORIES

1.0 Additional Assistance

2.0 Administrative Costs

3.0 Affirmative Action

4.0 Allocation of Funds

5.0 Apprenticeships

6.0 CETA Studies

7.0 Certification, Licensing, and Accreditation

8.0 Clearinghouse, Dissemination of Information, Reporting

9.0 Communication

10.0 Councils, Committees, and Commissions

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12.0 Leadership: State and Federal

13.0 Five-Percent Vocational Education Allocation

14.0 Governors' Five-Percent Grant

15.0 Legal Clarifications

16.0 Manpower Training v. Public Service Employment

17.0 New and Emerging Occupations

18.0 Non-Financial Agreements

19.0 Program Monitoring and Evaluation

20.0 Relationship Between Manpower and Vocational Education

21.0 Resource Utilization , Program Coordination, Change Mechanisms

22.0 Targets for CETA Programs

23.0 Technical Assistance and Training

1.0 Additional Assistance

1.1 That provisions be included in CETA for insurance similar to Workmen's Compensation for institutional skill-training students. Current law should be reviewed to determine whether training may be interpreted as "actual working-on-the-job," qualifying for a form of employment insurance to protect income in the event of accident.

1.2 The Department of Health, Education, and Welfare (HEW) should "push" for surplus and excess property eligibility for those involved in manpower and vocational education programs.

1.3 The Department of Agriculture should allow use of public service employment stipends or allowances without having them affect receipt of full food stamp credit.

2.0 Administrative Costs (See under 13.0)

3.0 Affirmative Action

3.1 Utilize affirmative action initiative to work within the structure, but if opportunity is not available, initiate new programs or sources of delivery.

3.2 Joint Department of Labor (DoL) and HEW efforts should be made through CETA prime sponsors and vocational education counselors to provide relevant staff with specific training on the nature and effects of sex stereotyping. This applies to career education as referred to in Title IX, and to the intent of Title VI of the Civil Rights Act.

3.3 To the extent possible, manpower councils should have equal representation of the sexes.

4.0 Allocation of Funds

4.1 Local people should allocate funds. Local prime sponsors should be allowed to define own target group(s) and requisite needs.

4.2 Changes in allocations should be kept within an allowable percentage, and notices on allocations should be provided sooner to facilitate planning and commitments.

5.0 Apprenticeships

5.1 The Employment Service should be used in combination with State apprenticeship programs and private contractors for job development, on-the-job training, and placement.

5.2 Greater initiatives should be undertaken to work out arrangements on apprenticeships for CETA trainees with trade and craft unions.

6.0 CETA Studies

6.1 A second study of CETA should be conducted in the second year of CETA's operation similar to the one undertaken by the League of Cities -- Conference of Mayors' study.

7.0 Certification, Licensing, and Accreditation

7.1 Requirements for certification or licensing of staff, and accreditation of programs -- competency-based and consistent with State regulations -- should be developed for CETA programs.

8.0 Clearinghouse, Information Dissemination, Reporting

8.1 Vocational education and CETA should share a common, standardized data source.

8.2 Updated census data should be available.

8.3 DoL should share information on successful or exemplary programs with prime sponsors.

8.4 A national clearinghouse should be created. Consideration should also be given to creation of regional clearinghouses.

8.5 Federal regulations should be enacted to establish reliable information systems, to insure data accuracy and standardization. Such information systems should provide information on employer needs, labor market conditions, target group needs, etc., required by prime sponsors in planning and decision-making.

9.0 Communication

9.1 Additional mechanisms should be devised or adapted to strengthen the interface among manpower/education/industry.

9.2 States should be responsible for arranging periodic meetings among prime sponsors and local and State vocational education agencies. Meetings might be expanded to involve not only all prime sponsors in the manpower field but the regional Department of Labor, HEW, Employment Service, vocational rehabilitation, etc. Because of a lack of uniformity of problems and conditions between the States, State-by-State meetings are suggested.

9.3 Regional conferences should be arranged for all parties involved in CETA.

9.4 Programs should be fostered to encourage greater dialogue between the various partners involved in CETA.

10.0 Councils, Committees, and Commissions

10.1 Manpower Council meetings -- to conform to legal requirements -- should be open to the public in order that citizens might be better informed concerning CETA goals and directions.

10.2 Lay representatives from local vocational education advisory committees should serve on Manpower Advisory Councils.

10.3 CETA prime sponsors should provide a slot on their planning staff for a representative from the State Department of Vocational Education as a means of providing technical assistance.

10.4 The duties and responsibilities of State Manpower Services Councils should be spelled out in more precise detail.

10.5 There should be a strengthening of 1202 commissions.

11.0 Funding Changes Other Than the Five-Percent Vocational Education Allocation and Program Duplication

11.1 Section 112 might be deleted from the Act; if maintained, it should be administered by the Department of Health, Education, and Welfare.

11.2 Title I funding should be increased.

11.3 DoL and HEW should take steps to eliminate duplication between their programs wherever possible.

12.0 Leadership: State and Federal

12.1 (See 9.2.)

12.2 Governors' offices should assume responsibility for providing proposals for legislation to spell out the role and function of State Manpower Planning Councils and local prime sponsors. It is suggested that the National League of Cities -- U. S. Conference of Mayors present this proposal at the State level.

12.3 Governors' offices should assume responsibility for providating joint workshops/conferences and inservice training for all appropriate agencies including: State Directors of Vocational Education, State Manpower Planning Councils, local prime sponsors, and contractors (service delivery agencies). Expenditures for such meetings should come out of the governors' four-percent allocation.

12.4 (See 1.2)

12.5 Congress should request local identification of target groups, and make mandates accordingly.

12.6 Governors should be encouraged to use resources from governors' grants to establish, administer, and operate systems more responsive to prime sponsors.

12.7 (See 10.4)

12.8 The Department of Labor and Vocational Rehabilitation should set down certain mandates and guidelines to assist people operating in the field.

12.9 HEW must exercise a greater degree of leadership at the national level; HEW leadership in manpower training is often non-existent. On the other hand, DoL appears to be exerting greater leadership in the manpower area.

13.0 Five-Percent Vocational Education Allocation

13.1 Flexibility by the States should be maintained in negotiating five-percent vocational education allocations.

13.2 There should be clarification of what can be charged to administrative costs under the five-percent allocation.

13.3 Regulations should be clarified in regard to the governors' role in the five-percent allocation.

13.4 A five-percent letter of credit should go to the State Board of Vocational Education.

13.5 There should be an increase in the five-percent vocational education funds under CETA.*

13.6 References should be removed with regard to allowances under the five-percent vocational education funds.*

13.7 Deductions for administrative costs , prior to distribution to prime sponsors, should be allowed.*

13.8 The DoL regulations , allowing five-percent funds to be used for allowances, should be deleted.

13.9 Five-percent vocational education funds should flow directly to the State Vocational Education Department.*

13.10 An appeal process on the five-percent allocation should be established for prime sponsors.

13.11 The five-percent add-on should be retained. DoL should suggest to the States the use of a formula similar to Title I allocation formula to assure more equitable distribution among prime sponsors.

13.12 Prime sponsors must plan specifically, as part of a CETA comprehensive plan, for use of five-percent monies.

13.13 There should be clear federal delineation of how five-percent monies may be spent, including who has authority to authorize expenditure of the five-percent funds.

13.14 Five-percent funds should go from the region directly to the prime sponsor to be used at his discretion, instead of going through the State Vocational Education Department.

13.15 Redefine administrative costs to include only those items that are specifically administrative.

14.0 Governors' Five-Percent Grant

14.1 The five-percent special grant given to governors should go directly to the agencies.

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*Starred items resulted "from a caucus of all State vocational education representatives attending.... the San Francisco Conference".

15.0 Legal Clarification

15.1 The U. S. Solicitor General should be requested to circulate clarification and opinions on questions raised by all States on CETA legislation, regulations, and guidelines, and clarification should be circulated to all States.

15.2 The Comprehensive Employment Training Act should spell out more clearly the relationship among various programs.

16.0 Manpower Training v. Public Service Employment

16.1 There should be equal emphasis on manpower training and public service employment.

17.0 New and Emerging Occupations

17.1 A percentage of CETA funds should be set aside and mandated for use in new and emerging occupations.

18.0 Non-Financial Agreements

18.1 The federal government should offer no additional guidelines on non-financial agreements.

19.0 Program Monitoring and Evaluation

19.1 State advisory councils for vocational education and DoL should assume responsibility for evaluating institutional vocational education's impact on CETA programs.

19.2 There should be more contacts between local and State prime sponsors for the purpose of monitoring the progress of CETA and vocational education.

19.3 State advisory councils on vocational education should be designated as the responsible evaluators of vocational education under CETA (including the use of five-percent funds), with the dissemination of evaluative data being undertaken by the National Advisory Council on Vocational Education.

19.4 Some mechanism should be established to provide for independent accomplishment audits of CETA programs and the effect of the vocational education five-percent allocation on CETA.

19.5 Service delivery agencies should undertake their own job development under appropriate monitoring by prime sponsors.

20.0 Relationship Between Manpower and Vocational Education

20.1 Mechanisms should be devised to foster a better interface between CETA and vocational education.

21.0 Resource Utilization, Program Coordination, Change Mechanisms

21.1 There is a need for total resources coordination and application of sound management practices in CETA programs. Both long-range and short-range measurable objectives should be articulated as part of any comprehensive planning.

21.2 The facilities of industry, labor, and vocational education should be utilized to the fullest extent in each locality to afford maximum choice of careers to CETA clients.

21.3 All agencies involved in manpower programs, directly or indirectly, should be identified and incorporated into CETA plans.

21.4 CETA funds should be used to develop programs in local adult education divisions, with joint enrollment of CETA trainees, participants in Work Incentive Programs (WIN), and others, in the same facility.

21.5 Multi- and inter-agency facilities should be established.

21.6 Attention should be given to creation of a single delivery system for training by combining manpower training and education.

21.7 CETA should be combined with other federal grant resources; e.g., DoL and HEW.

21.8 It often appears that DoL and HEW are pulling in opposite directions. There needs to be greater program coordination.

21.9 In a time of economic recession -- when jobs are scarce -- training should be undertaken that anticipates improvement in the economic condition.

21.10 Institutional education should provide services corresponding to CETA needs, schedules, and timetables.

21.11 Prime sponsors should be required to provide justification in their plans for any failure to utilize existing vocational education resources.

21.12 Comprehensive planning, involving community and State agencies, should be encouraged.

21.13 It should be emphasized in the CETA stipulations that the State Manpower Services Council has responsibility for coordinating activities between prime sponsors and State agencies. Such coordination by SMSC is often lacking. Some form of directive (preferably from the governors' offices) should be issued to assure communication among prime sponsors, vocational educators, vocational rehabilitation, Employment Service, etc.

21.14 Institutional vocational education's delivery system should concern itself to a greater extent with the needs and goals of CETA, and CETA's responsibility to prepare its clients for the job market.

21.15 Vocational education funding -- under Title I of CETA -- should be increased only to the extent necessary to meet the needs of CETA clients.

21.16 Provisions should be made for tradeoffs in the use of Title I and Title II funding, dependent on the condition of the economy; where the economy is expanding, concentrate on training; where it is contracting, concentrate on income maintenance. In the first instance, use some of the Title II funds for training; in the second instance, use Title I funds for income maintenance.

22.0 Targets for CETA Programs

22.1 Correctional institutions should be brought into the mainstream of CETA programming.

22.2 CETA funds for the training of the elderly should be made available.

23.0 Technical Assistance and Training

23.1 Assistance should be provided to prime sponsors in management skills, and long-range comprehensive planning based on management-by-objectives and system analysis.

23.2 Provision should be made to meet the needs for training and technical assistance such as formerly provided under Area Manpower Institutes for Development of Staff (AMIDS).

23.3 Training should be required for CETA personnel to acquaint them with the entire spectrum of opportunities available in industry, labor, and public and private education.

23.4 DoL should maintain -- during the period of transition from categorical programs to CETA -- contractual services for inservice training, monitoring, evaluation, follow-up, and overall technical assistance.

SUMMARY

We see the gap between what is and what might be as the only source of power in the world.

-John Platt

SUMMARY

In terms of intensity, several points emanated from the two conferences that require special emphasis. For example, the call for a national CETA clearinghouse was strong and persistent, as was the request that there be established a standardized, up-to-date information system. Conferees saw the absence of these as major constraints to program effectiveness.

Also, there was a prominant recognition of the need for more technical assistance for prime sponsors in the area of comprehensive planning and systems development, as well as training in the implementing of management by objectives.

Another persistent concern was over the need for State chief executives to exercise their power to coalesce the energy and resources within the States and its bureaucracies for more effective human resources development.

Considerable discussion centered on the validity of the National League of Cities -- U. S. Conference of Mayors' report. A number of conferees felt that some of the findings were no longer valid, or that noted problems had decreased in magnitude since the study was done. Others felt the study was premature. These observations, notwithstanding, considerable time was spent discussing what to do about some of the problems identified in the League's report, all of which gives credence to the view that the report constitutes valuable baseline data. One possible conclusion to be drawn from discussions of the report is that while some of the problems do indeed continue to exist, prime sponsors have -- in spite of considerable difficulties -- made notable progress in carrying out the mandates and intent of CETA. At any rate, the call for a second study in the second year of CETA offers the prospect of testing this proposition.

In another vein, there was widespread agreement that the triumvirate of manpower/vocational education/industry should be strengthened. Prime sponsors expressed a vigorous interest in learning about the resources industry has to offer. One mechanism to serve this need is the "community resources workshop," such as provided by industry-education groups.

And finally, both conferences ended on the same theme: Provide more opportunities for prime sponsors to get togther with vocational education and business.

EXHIBITS

LISTING OF EXHIBITS

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Exhibit B	Summary of "The Impact of CETA on Institutional Vocational Education"
Exhibit C	Program Participants - Washington Conference
Exhibit D	Program Participants - San Francisco Conference
Exhibit E	Group Chairmen and Recorders - Washington Conference
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Exhibit G	Roster of Conference Participants

EXHIBIT A

Conference Recording Forms

CONFERENCE ON CETA

To facilitate the deliberative process relating to various issues and concerns, worksheets are provided for each conference participant. Please feel free to set down any issue or concern you may wish to have taken up in your workshop group. Some samples have been selected from the League of Cities - Conference of Mayor's study, "The Impact of CETA on Institutional Vocational Education".

CONDITION What Is	DESIRED CONDITION OR GOAL What Should Be	RECOMMENDATION(S)
CETA is not significantly impacting on institutional vocational education; at best the system is merely being maintained as it existed under MDTA and EOA.		
There exists a great deal of confusion and lack of understanding among local prime sponsors about the system of institutional vocational education due to the lack of direct involvement prior to CETA.		
The communication between States and local prime sponsors needed for CETA to impact positively on the provision of institutional education is inadequate.		

CONFERENCE ON CETA

CONDITION What Is	DESIRED CONDITION OR GOAL What Should Be	RECOMMENDATION(S)

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EXHIBIT B

Summary of The Impact of CETA on Institutional Vocational Education*

*National League of Cities -- U. S. Conference of Mayors, 1620 Eye St., N. W., Washington, D. C. 20006. Single copy $3.00.

A SUMMARY OF
THE IMPACT OF CETA ON INSTITUTIONAL VOCATIONAL EDUCATION*

The Comprehensive Employment Training Act of 1973 (CETA) established for the first time in this country a system by which vocational training programs are administered by local agents (prime sponsors). The purpose of the study conducted by the National League of Cities and U.S. Conference of Mayors was to determine the effect to date of CETA on the vocational education system throughout the country. Specifically, the intent was to determine whether CETA is maintaining, increasing, or decreasing the level of vocational education in comparison to previously funded vocational programs as administered under the Manpower Development Training Act and the Economic Opportunity Act.

Method of Conducting Study:

A survey was made of one hundred city prime sponsors. The questionnaire used was divided into seven sections:

Section I: Prime Sponsorship. Asks if the prime sponsor is a member of a consortium; the total Title I CETA allocation to the prime sponsorship; the prime sponsor's share of the five percent vocational education supplemental funds allocated to the state;** the method used by the state for determining the prime sponsor's share of these funds; whether the vocational education training and services negotiated in the prime sponsor's non-financial agreement with the state were incorporated into their FY 1975 plans.

Section II: Manpower Advisory Council Information: Asks the prime sponsors who serves on their manpower advisory councils and how they were selected.

Section III: Vocational Education System. Asks if CETA will maintain, increase or decrease institutional vocational education in comparison with what was previously the situation under MDTA and EOA, the number of students enrolled in vocational education programs in 1974 and the number of enrollees projected for 1975.

Section IV: Non-financial Agreement. Asks the prime sponsors what they negotiated in their non-financial arrangements with the state.

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*Study conducted by the National League of Cities and U.S. Conference of Mayors for the National Advisory Council on Vocational Education, December 1974.

**CETA provides for a five percent set-aside to be given to the governors for vocational education. Based on the plans and agreements reached between vocational education boards and prime sponsors, the governor may utilize these funds to deliver services in the prime sponsors' jurisdictions.

Section V: Applications. Asks how many applications had been received for slots in vocational education training programs funded by CETA and the method for determining a potential enrollee's career development interests.

Section VI: Additional Funding. Deals with additional funding for vocational education through Title I CETA funds and consortia incentive funds.

Section VII: Miscellaneous. Asks for elaborations on unusual circumstances in the negotiation of non-financial agreements and the kinds of information or technical assistance they need.

Significant findings based on analysis of information:

Response to the question asking what method states used to distribute the five-percent allocation among prime sponsors indicated that 15% of the respondants did not know, merely accepting the figure the state gave them; 21 of the 60 respondants stated that the formula was based on unemployment rates and 1970 census data; two that it was based on unemployment and census data and the prior year's funding under MDTA and EOA; 15 that it was based on the proportion of the state's total Title I CETA allocation to each prime sponsor from the U.S. Department of Labor; 5 that each prime sponsor was allocated 5% of their Title I grant by the state for supplemental vocational education; 4 that it was determined by the amount of Title I funds they were going to spend on vocational education; 2 that it was based only on the previous year's MDTA level; and 1 that it was based on the prior year's funding and unemployment data. The study concluded that a great disparity existed among states in their methods for distributing the supplemental monies.

The question asking for the starting date of training and service programs showed that the most common date was October 1, 1974, but there was a range of starting dates from July 1, 1974 to January 1, 1975. Two reasons for this was that some states were late in informing prime sponsors of the amount of their share of the five-percent monies, which caused a delay in their planning, and in some cases there were difficulties in the negotiation process. The report concludes that "if the five-percent supplemental CETA funds are to have a significant impact on vocational education, the whole process leading up to the delivery of training and services needs to be accomplished with greater speed and cooperation."

Asked for the method by which manpower advisory council members were selected, 50 of the 60 respondents showed that there had been no change since the implementation of CETA. Of the 38 prime sponsors with vocational education representatives on their councils, only one had had no vocational education representative prior to CETA. The report concludes that no significant change was shown in vocational education representation on manpower advisory councils as a result of CETA.

Asked whether they were members of a consortium, 36 prime sponsors responded that they were and 23 that they were not. Consortium arrangements generally contain numerous jurisdictions and may therefore have more vocational education institutions than a single jurisdiction prime sponsor. Thus consortium arrangements generally tended to have more representatives of vocational education institutions on their manpower advisory councils. Prime sponsors who are members of consortia may receive an additional consortium incentive allocation under CETA. Of the 36 prime sponsors who reported membership in a consortium, 12 indicated that they would use consortium incentive funds for the purchase of additional vocational education slots or services, 13 that they would not and 11 that they were unsure.

Asked if CETA vocational education funds would maintain, increase or decrease the level of institutional vocational education training, 27 prime sponsors said that the level would be maintained, 22 that it would be increased and 10 that it would be decreased. Asked to compare the number of enrollees served in manpower slots at vocational education institutions in FY 1974 with the anticipated number for 1975, 14 prime sponsors showed that they anticipated a decrease. Sixteen indicated that they were using the 5% supplemental monies to create new slots, while 37 indicated that no new slots would be created as a result of supplemental funds. The report concludes that on the basis of this information CETA is not having an expansionary impact on the numbers of slots and enrollees at vocational education institutions.

Asked how much, if any, of the CETA Title I money would be used to supplement the 5% funds for vocational education, 1 prime sponsor responded that none would be so used, 15 were in the range of 1 to 10% of the total Title I funds, 14 in the range of 11-20%, 7 in the range of 21-30%, 6 in the range of 31-40%, 2 in the range of 41-50% and 3 in the range of 51-60%. 12 did not respond.

Asked if existing vocational education institutions had the capacity to expand given the extra funds which could be obtained through CETA vocational education monies, 2 prime sponsors indicated that there was no such capacity, 27 that they were maintaining the overall vocational education level and 10 indicated a decrease.

Asked what percentage of CETA vocational education funds were used for administrative costs,, of the 24 who responded 10 prime sponsors could not answer because they did not know whether the state had figured the 20% allocation CETA provides for administrative costs on the basis of the total state allocation or on the figure allocated to each prime sponsor after apportionment.* Eight responded that administrative costs were taken off-the-top from the entire state's grant, and six that administrative costs were taken directly from their share.

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*The intent of CETA was that 20% of the 5% grant to the state for vocational education be designated for administrative costs prior to apportionment of funds among prime sponsors.

Conclusions:

"The results of the survey demonstrate that CETA is not having a measurable impact on the provision of institutional vocational education. Realistically, it can be concluded that the system is merely being maintained as it existed under MDTA and EOA." Reasons cited for this are as follows:

Confusion and lack of knowledge that exists among local prime sponsors

Flexibility, the major thrust of CETA, is largely obviated by state control of supplemental vocational education funds.

No uniform process has been established by the CETA rules and regulations for allocating the five-percent monies.

Confusion, slowness and complexity of the process and the lack of flexibility for local prime sponsors have produced frustration in local jurisdications and created barriers to expansion and innovation in institutional vocational education.

Recommendations:

State vocational education officials need to be made aware of local prime sponsors' need for flexibility and local prime sponsors must be made aware of the system of state operations.

The five-percent supplemental vocational education funds should be used by states as a method of introducing local prime sponsors to the potential capabilities of existing vocational education institutions.

The CETA rules and regulations dealing specifically with the five-percent special supplemental grant to Governors need to be clarified.

Procedures for determining allowable levels of administrative costs should be defined in the CETA regulations.

States should be encouraged to move with more speed in allocating and distributing the supplemental vocational education funds.

An appeals process should be instituted enabling prime sponsors to raise objections and seek redress of grievances that may arise from the distribution of the five-percent funds or negotiation of non-financial agreements.

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